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MEMORANDUM

March 24, 1950

TO : EUR - Mr. Arthur G. Stevens

SUBJECT: Establishment of a Peripheral Reporting System for  
Eastern Europe

Reference is made to your memorandum on the above subject and the meeting held for its discussion on February 21, 1950. As stated in that meeting, R concurs in basic principle with both the study and the airgram, but it is our wish to submit for the record certain comments on basic factors which we consider very important in the implementation of the plan.

1. R's primary responsibility is to provide service to the policy officers of the Department. In order to be in a position to be of maximum assistance, we must fully understand the requirements of prospective consumers and participate in the planning of major projects, so that we may obtain necessary raw materials. Further, R has inter-departmental responsibilities to the other intelligence agencies and must insure that their intelligence requirements are met. This inter-departmental responsibility is, of course, a two-way street, and through it R is able to provide additional assistance to EUR and the rest of the Department. R is in entire agreement that EUR should be the point of basic responsibility for this project, but we feel that we must be in a position to provide basic guidelines through EUR on certain phases of the project, such as publications procurement, and to be consulted on any aspects pertaining to intelligence interests.

2. We are thoroughly in accord with the principle that full-time individuals or units be assigned to peripheral posts to deal exclusively with the collection and reporting of intelligence information on conditions and events behind the Iron Curtain. It has been our experience that where a particular product is desired, specialized officers must be sent out from the Department to perform the specific tasks necessary to obtain it. This is not to say that the chief of the mission should not have authority over such officers and should not be able to shift them to other work as necessary. But, unless sufficient emphasis is put on the program to separate it from the day-to-day operations of the mission, the success of the whole project will be doubtful.

3. It is felt that the amount of specialization required in biographic reporting should be fully recognized. Much information was already been lost in the eastern European area, because officers at these posts have not had sufficient knowledge or experience in the exploitation of biographic sources which were at the time available. In this connection, R feels it is very important that there is really

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adequate staffing in the missions, both professional and clerical, to do the job.

4. It is understood that the posts proposed in the study and the analysis of their relative importance is only preliminary and that determinations will be influenced by the reports received from the field. For your information and assistance, there is attached, as enclosure one, our present views concerning the posts presently under consideration.

5. Any program overseas, to be effective, must be complementary to the whole program of the Department. While it is implicit in the study, we feel that it is very important that detailed consideration be given to the fact that increases in the reports and published materials will generate an increased workload in the research divisions of R, calling for increases in personnel. Following a receipt of the reactions from the posts being circularized, R should be in a position to participate on a consultant basis on the future planning and implementation of this program, in order that plans may be made with R for the provision of adequate staffing to perform the analysis work which will be required. In this connection, R feels that serious consideration should be given in every case to the amount of analytical and interpretive work which will be done in the missions as related to that to be done in the Department. In general, it is felt that the peripheral posts should not undertake to produce basic analytical research studies from the material available to them, since such research would duplicate, in some instances, work already being done in the Department. Further, such research would often be inadequately based, since the quantity of information available at any given post would be far smaller than that available in the Department.

6. With specific reference to the conversation held following the meeting, the following comments are made concerning the relationship of the present R Foreign Service Program to the proposed peripheral reporting plan. For several years, specially assigned Foreign Service Reserve and Staff Officers and, in some cases, Foreign Service Officers, have carried out certain specialized intelligence functions under the direction of and fully integrated into the regular Foreign Service Program. There follows a description of these overt specialized functions, together with an R proposal for their operation under the EUR peripheral reporting plan.

a Preparation of Intelligence Research projects relating to long-term problems of interest to the Department in the formulation of foreign policy. Such projects deal with well-defined subjects to which are assigned, on a full-time basis for periods usually not to exceed two years, specialists experienced in the area of assignment and its languages.

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Recommendation: This program will not be considered a part of the peripheral reporting plan. Such long-range research reports as are necessary will be requested of the missions through OIR for appropriate preparation by regular mission personnel in whatever capacity. As to selection of officers for the peripheral reporting posts, I feel that it is of major importance that assignments be made on the basis of knowledge of eastern European political and economic affairs and of at least one of the Slavic eastern European languages. It is therefore proposed that OIR cooperate by furnishing, when possible and appropriate, OIR personnel in two ways, (1) by temporary assignment of analysts to peripheral reporting posts in a departmental travel status, (2) by detail of OIR analysts who possess the required qualifications in exchange for Foreign Service Officers who could be used in the research divisions.

b Biographic Reporting Activities include the collection and analysis of biographic material and the preparation of intelligence reports on persons of actual or potential significance to the United States. Particular emphasis is placed on those engaged in political, economic and social activities. Effective biographic operations in the field necessarily include not only collection, but also analysis, and the application of judicious "selectivity". Each of these functions requires both experience and resourcefulness. In certain cases where basic material for biographic reporting is difficult to obtain, the ingenuity of the specialist in ferreting out material may be the principal ingredient of success. In other circumstances, when material is readily accessible in large volume, the ability to sift and to recognize fundamental significance is the primary requisite. None of these functions can be efficiently and effectively performed without a thorough understanding of the basic biographic needs of the Department, as well as a knowledge of the scope and depth of the biographic assets already on hand. Also essential is a basic knowledge of the capabilities and responsibilities, in the biographic field, of other U.S. intelligence agencies.

Recommendation: Peripheral biographic reporting should be considered separately from the biographic reporting for the basic area responsibility of the mission. Thus, there might well be a biographic reporting officer in the peripheral reporting unit and a biographic reporting officer in the regular mission complement. In any event, all personnel assigned to biographic reporting activities should possess extensive training and experience in biographic intelligence, preferably within the Department or the Foreign Service, and should also have had experience in the field in some phase of intelligence collection activities. In all

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cases, it is particularly important that they should possess a good knowledge of the countries at which their operations are aimed. Linguistically, they should be able to cope not only with the language of the country where they will be stationed, but insofar as possible, with the languages of their "target" countries as well.

c Publications Procurement carried out by officers experienced and trained in the publications field and the publications and intelligence needs of the Department and other agencies who provide by purchase, gift, or exchange, thorough coverage of foreign publications. Through IAD, the officers in the field are provided with technical supervision regarding all publications needs of the Washington agencies, although the officers also serve the missions to which they are attached. Funds for purchases of publications are provided by the Department and other Federal agencies and the officers are providing a basic service, not only to the Department, but to other Federal agencies.

Recommendations: Experience has proven incontrovertibly that only specialists can perform this function adequately and that the function becomes the "forgotten man" of the mission where no specialized personnel is available. Further, the Department is obliged by National Security Council Intelligence Directive No. 2, dated January 13, 1948, to perform such services for other Federal agencies, and this responsibility has been assigned to it to be performed through the appropriate geographical bureau. It is proposed, therefore, that in regard to the assignment of Publications Procurement Officers, the pattern to be established for peripheral reporting posts be closely integrated with existing (London, Frankfurt, Moscow, Madrid, Paris, and Rome) and proposed (Warsaw and Budapest) assignments within the Eastern European countries. A careful survey has already been completed on the availability of Soviet publications outside the USSR and a similar study is also in progress on the outside availability of published materials on the satellite countries. While comments from the various posts should, of course, carry a great deal of weight in any decision as to where Publications Procurement Officers should be placed, the final decision should be mainly predicated on our own knowledge of where such material is actually available and of what is currently being received.

d Map Procurement, by purchase, gift, or exchange, performed by officers specially trained in cartography and geography, and who know the mapping intelligence and information needs of the Department and other agencies. Through the Map Branch of CIA a coordinated committee, representing all major mapping agencies in

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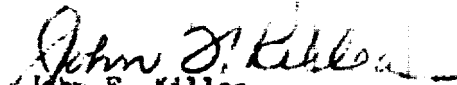
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Washington, provides coordinated technical supervision and funds for the procurement of materials to the officers in the field, although the officers also serve the missions to which they are assigned. Thus, these officers are providing a basic service not only to the Department but to other Federal agencies.

Recommendation: Since this function requires specialists and is provided technical guidance by other agencies, it is proposed that no changes be made in the present operations of this program and that it not be considered a part of the peripheral reporting system. The present assignments of these officers are to London and Vienna. In the latter case, the officer is on a roving assignment to several posts and might well be of real assistance to the new plan. However, he should be considered as entirely separate from the project.

In conclusion, then, the purpose of this memorandum is to emphasize our desire to be of assistance and to cooperate with you on this project. R has a vital interest in the materials to be produced and the method of their production. The proposed plan has definite implications and relationship to R responsibilities and operations which must be recognized if R is to be an effective participant in its implementation and to be a maximum service to EUR on a long-range basis.

  
John F. Killea  
Director, Executive Staff, R

Enclosure:

Comments on Suggested Posts.

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EXISTENTS ON SUGGESTED POSTS

A. Vienna, Austria.

Vienna is the best developed existing center for peripheral reporting on Eastern Europe by other U.S. agencies, but refugees tend to avoid the city or pass through it rapidly. Increasingly, Hungarians are going to the British zone. Salzburg is better suited for extended interrogations, but as it is overcrowded, work there could probably be handled in conjunction with Munich. There is currently assigned in Vienna a Top Procurement Officer, who also has part-time responsibility for publications procurement. In view of the known availability of material, consideration should be given to the assignment of a full-time Publications Procurement Officer in Vienna. Also, Vienna appears to be a particularly favorable location for biographic reporting activity. Accordingly, it is suggested that two full-time officers and one clerk be assigned to biographic work in Vienna.

B. Athens, Greece.

It might be stressed that Salonika is a useful point for interrogation of Yugoslav refugees also. In Greece, generally, it is important that there be close coordination with interrogation currently being done by the Army, which is to be expanded. The present staff, together with any additional staff for peripheral reporting, would be adequate to meet publications procurement and biographic reporting needs.

C. Paris, France.

There is currently assigned to Paris, a Publications Procurement Officer, who is also responsible for Belgium and Holland. As Paris is one of the most prolific sources for published material from Eastern Europe, consideration should be given to supply the Publications Procurement Officer with one professional assistant. In spite of the existing staff at Paris, biographic information currently received is not commensurate with the potentialities of the post. Consideration should be given to the assignment of two full-time officers and one clerk for biographic reporting.

D. Stockholm, Sweden.

Solely through lack of funds, we have no Publications Procurement Officer currently assigned to Stockholm, in spite of the fact that it is known to be an extremely valuable source for Eastern European published materials, especially from the Baltic States. Part-time services of one officer would be adequate for biographic reporting. Consideration should therefore, be given to the assignment of one officer to cover both publications procurement and biographic work.

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E. Rome, Italy.

The usefulness of Rome as a source point for published material in the Satellite area is over-estimated. However, it is a principal transit point for refugees. A Publications Procurement Officer is currently on duty in Rome and has jurisdiction over Trieste. This one officer is adequate to meet the requirements of this program for publications procurement. Biographic reporting, however, will require the services of one additional full-time officer, to supplement the work of a regular peripheral reporting staff.

F. Frankfort, Germany.

The greatest current need in Germany in regard to interrogation is for coordination of the various activities currently going on there in this field. It is also imperative that a full-time officer, qualified in economic affairs of Eastern Europe, be added to the existing staff of Mr. Stevens. It should be noted also that there has recently been assigned to Frankfort an interrogation team to handle scientific intelligence. A full-time Publications Procurement Officer is now being recruited for Frankfort, who will be qualified and adequate to obtain available publications from Eastern European countries in Germany. With the current reorganization of biographic reporting activities now taking place in ODI, HICOG, no additional staff will be required for this function.

G. Istanbul, Turkey.

There is no regularly assigned Publications Procurement Officer at Istanbul. To obtain publications from Eastern European countries which are available at Istanbul, the half-time services of a qualified officer would be required. In order to exploit the possibility for biographic reporting on Eastern European personalities, an additional full-time officer and clerk are recommended.

H. Geneva, Switzerland.

Consideration in staffing in Switzerland should be given to the fact that Zurich, for some purposes, is an intelligence center of equal or perhaps greater importance than Geneva. This is particularly true from the point of view of procurement of publications, and for certain economic reporting. At the present time, there is no Publications Procurement Officer assigned to Switzerland. For the purposes of this program, it is recommended that one full-time procurement officer be assigned, preferably to Zurich. For biographic reporting, a full-time officer and clerk are recommended, to be stationed at Geneva.

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I. Trieste.

While Trieste is admittedly a way station for refugees from Yugoslavia, more importantly it is becoming a transit point for refugees via Yugoslavia from Cominform countries. In view of this fact, it might be well to consider Belgrade itself as a possible peripheral reporting point and as one which might be more productive than Trieste. From the publications point of view, Trieste is no longer of any great importance and can be adequately covered by the present Publications Procurement Officer at Rome. Biographic reporting needs can be met by the part-time services of an officer at Trieste.

J. Tel Aviv.

It is considered that Tel Aviv has been seriously under-estimated as a potential source of all types of intelligence information to be obtained by interrogation. The Embassy itself, in Telegram No. 610 of August 9, 1949, recommended the immediate assignment of a qualified officer with language and intelligence background to handle the intelligence of Iron Curtain refugees. The fact that American-Hungarian newspapers, as well as available Hungarian publications issued outside Hungary, regularly contain valuable information originating from Hungarian Jews now in Israel, indicates that these people are not all too pre-occupied with Israeli problems to maintain contact and devote considerable attention to Hungarian matters.

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